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1919 was \$18,060. During the same period 1,156 persons were released on probation, so that the cost to the taxpayers of the probationers, at work for themselves and their families, was 4½ cents per day or \$15.67½ per year each. These same persons, if they had been committed to prison, would have cost the taxpayers 76 cents per day or \$276 per year each. The answer is obvious.

"Probation means man-saving; it has proven itself in practice in the states and should be extended to the federal courts."—*The Recorder*, San Francisco, May 29, 1920.

PENOLOGY

The Pennsylvania Penal System.—Mr. Albert Votaw, Secretary of the Pennsylvania Prison Society, has recently completed a survey of the penal institutions of his state. The following is abstracted from his report as published in the *Journal of Prison Discipline and Philanthropy* for May, 1920:

Special Legislation

"From time to time, beginning about 1830 and continuing to 1868, the General Assembly passed special acts for the management, respectively, of several of the prisons in the larger counties. These counties are Allegheny, Berks, Chester, Dauphin, Delaware, Lancaster, Lehigh, Luzerne, Montgomery, Northampton, Northumberland, Philadelphia and Schuylkill. There may be special legislation affecting minor points in some other counties. Some of those acts presented rather elaborate schemes for prison management. Some features are taken from the statute of 1829 regulating the management of the Eastern Penitentiary. The sheriffs or wardens are to reside within the prison limits and are not to be absent over night unless officially permitted by the Board. This regulation has been modified by a recent statute. The prisoners are to be placed in 'separate and solitary confinement at labor,' a provision wholly unobserved except at the Philadelphia Convict Prison, and even here the labor condition is not fulfilled. 'Discreet and reputable citizens' are to constitute the Board of Inspectors. They must make weekly rounds among the prisons, unaccompanied by the warden, except by their request, and are to take note of all complaints. In at least two counties the inspectors are to be elected by popular vote. Once weekly the inspectors are to check off the prisoners from an authoritative list. Matrons are to be appointed to care for the female prisoners. The warden may visit the women's quarters, but must do so in the company of the matron. It is explicitly stated that the women prisoners are to be 'given such instruction as may tend to their reformation and to render them useful members of society.' The minuteness of directions included in these lengthy statutes is a source of embarrassment. The provisions of the present Constitution, in effect since 1874, forbid such special legislation, but the special legislation in effect prior to 1874 remains in force.

"We are convinced that it is desirable to aim at greater uniformity in the management of our penal institutions. It would be unwise to include in the Constitution a comprehensive scheme of penal management, which, however efficient at the present time, would probably need in a few years to be materially modified in order to keep pace with the progressive spirit of the age.

"We have, therefore, submitted to the commission now engaged in the task of preparing a tentative draft of proposed changes to the Constitution, the desirability of including a similar article relating to *Penal Affairs*.

Penal System

"Section 1. The General Assembly shall provide for the maintenance and support of a humane and efficient penal system in accordance with modern scientific principles of penology, such system to include adequate provision for suspension of sentence, the indeterminate sentence and release on probation and parole of convicted offenders, as may be determined by law. It shall also provide that all persons convicted of crime or delinquency who shall be committed to penal, correctional or reformatory institutions shall be employed in useful labor and shall receive such treatment and instruction as shall tend to effect their moral reformation and qualify them to become useful citizens of the Commonwealth.

"Section 2. The General Assembly shall create such administrative and supervisory department or departments or such other agencies as may be necessary to carry into effect the provisions of this article.

"If such article is adopted, it will pave the way for the establishment of some general system whereby more care and supervision may be given to the efficient management of all our prisons. The principles of reformation and employment will be recognized as being inherent in any scheme for the treatment of offenders. The commission had already proposed that the fee system should be abolished so far as county officials are concerned, hence we did not include the revocation of fees for boarding prisoners in our proposition."

Annual Report of the New Jersey State Prison.—The Report of the New Jersey State Prison for 1919 is unique when compared with the usual run of prison literature. A large part of the pamphlet is made up of the psychologist's report. Examination by psychological methods was begun in this prison in February, 1919. A total of 839 prisoners had been examined by the army group intelligence test Alpha prior to July 1, 1919. This is the group test used for the examination of illiterate army recruits. The author shows a graph showing the distribution of 6,541 white draft recruits of the summer draft at Camp Dix, New Jersey. A distribution of letter grade scores of this draft is identical with the distribution of one and a half million recruits in the army as a whole. A curve is, therefore, representative not only of the State of New Jersey, but also of the army as a whole. The Beta subjects (illiterate recruits of this draft) are represented on the same graph. This makes possible the direct comparison of army mentality with the New Jersey prison mentality.

The following facts are evident from an inspection of the table and curves:

1. Forty-one per cent of the prisoners obtain scores below 15. This indicates a degree of literacy below that of the third school grade and constitutes failure in this examination. A very small number of these failures are due to unwillingness to take the examination seriously, but individual examination and questioning indicate that this number is very small. This percentage of practical illiteracy is 3.6 per cent greater than in the army recruits with whom the prisoners are compared.

2. The average score is 25 points. This average score is 15 points below the average of recruits in the army, but, as will subsequently be shown, is much influenced by disproportionate numbers of negroes and foreigners in the prison, who tend to obtain very low scores in any mental examination.